



# Emergency Support Function #1

## Transportation Annex

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<b>Primary Agency:</b>	Department of Transportation
<b>Support Agencies:</b>	Department of Agriculture Department of Defense Department of State Department of the Treasury Federal Emergency Management Agency General Services Administration Tennessee Valley Authority U.S. Postal Service

### ***I. Introduction***

#### **A. Purpose**

Emergency Support Function (ESF) #1 — Transportation assists Federal agencies, State and local governmental entities, and voluntary organizations requiring transportation capacity to perform response missions following a major disaster or emergency. ESF #1 also serves as a coordination point between response operations and restoration of the transportation infrastructure.

#### **B. Scope**

Federal transportation assistance provided by ESF #1 includes, but is not limited to:

1. Processing and overall coordination of requests for Federal and civil transportation support received from organizations eligible under the Federal Response Plan (FRP), including requests for military transportation;
2. Operating national and field Movement Coordination Centers (MCCs), as required, to obtain transportation services and provide visibility of transportation assets into and out of the disaster area;
3. Assessing the damage to the transportation infrastructure, analyzing the effects of the disaster on the regional and national transportation system, monitoring the accessibility of transportation capacity and congestion in the transportation system, and implementing management controls as required;
4. Assisting in the design and implementation of alternate transportation services, such as mass transit systems, to temporarily replace system capacity lost to disaster damage;
5. Coordinating the clearing and restoration of the transportation infrastructure;

6. Coordinating activities conducted under the direct authority of Department of Transportation (DOT) elements, such as air and marine traffic control and search and rescue; and
7. Providing DOT-owned aircraft for transportation of personnel and cargo, to the extent these assets are not required for internal priority DOT missions.

## ***II. Policies***

- A. Federal transportation planning will consider utilizing civil transportation capacity, as well as capacity owned or operated by Federal agencies.
- B. Federal transportation planning will recognize State transportation policies and plans used to control the movement of relief personnel, equipment, and supplies, as well as State-established priorities for determining precedence of movement.
- C. DOT Headquarters will facilitate coordination between DOT regions in the event of multiregion ESF #1 operations.
- D. Initial movements of Federal personnel, equipment, and supplies will be managed using a Time-Phased Force and Deployment List (TPFDL). TPFDLs for various scenarios will be developed and maintained through an interagency process led by the Federal Emergency Management Agency (FEMA) prior to a disaster to facilitate the prompt deployment of resources when disaster strikes. Each ESF is responsible for compiling, submitting, and updating information for inclusion in the TPFDL.
- E. All users of transportation should use established shipper-carrier relationships to move materials into a disaster area and, if possible, include transportation as part of each contract for acquisition of goods. The establishment of pre-disaster contracts and arrangements for transportation is encouraged. Requests for ESF #1 assistance should be considered only after such arrangements are no longer available or not feasible. However, it is essential to the orderly flow of resources for ESFs to advise ESF #1 of all transportation movements arranged directly.
- F. Military transportation will be provided in accordance with the Military Support section of the FRP Basic Plan (page 13).

## ***III. Situation***

### **A. Disaster Condition**

A major disaster will severely damage the civil transportation system throughout the impacted area. Most local transportation activities will be hampered by damaged facilities, equipment, and infrastructure, as well as disrupted communications. At the same time, the disaster will create significant demands for national, regional, and local transportation of resources to provide for relief and recovery. Federal assistance may be required to meet these demands for movement of essential resources, as well as for clearing and restoration of the transportation system.

## **B. Planning Assumptions**

1. The area/regional civil transportation infrastructure will sustain damage, limiting access to the disaster area. Access will improve as routes are cleared and repaired or as detours are built.
2. The requirements for transportation capacity will exceed State and/or locally controlled or accessible assets, demanding assistance from the Federal Government.
3. Infrastructure damage and communications disruptions will inhibit efficient coordination of transportation support during the immediate postdisaster period.
4. Gradual clearing of access routes and improved communications will permit an increased flow of emergency relief, although localized distribution patterns might remain unusable for a significant period.
5. The movement of relief supplies may create congestion in the transportation network both nationally and regionally, requiring imposition of controls.
6. ESF #1 can assist in the procurement of adequate transportation services and restoration of the system.
7. Local distribution of resources from a mobilization center to individual victims will normally be the responsibility of mission-assigned Federal agencies, as well as the affected State and local authorities, although ESF #1 can assist in the procurement of vehicles and supporting equipment for such operations.

## ***IV. Concept of Operations***

### **A. General**

1. The Disaster Transportation Management System (DTMS) provides a structure for managing the acquisition of transportation services and the deployment of relief and recovery resources from around the Nation into the disaster area. The DTMS includes two components:
  - a. TPFDLs, which are planned, prioritized lists of the most critical Federal assets to be deployed rapidly to the disaster site; and
  - b. Movement Coordination Center(s) to assist in the procurement of transportation assets and track the movement of resources to the disaster area. The MCC team is led by DOT and includes representatives from the Department of Defense (DOD), FEMA, General Services Administration (GSA), and Forest Service. All FRP agencies must notify the MCC when transportation arrangements are made, so that resources can be tracked and reception plans executed.
2. When a disaster occurs, the Secretary of Transportation will appoint a DOT Crisis Coordinator to manage the overall DOT/ESF #1 response, usually the Administrator of the Research and Special Programs Administration (RSPA). The Crisis Coordinator will provide policy direction over all national and regional ESF #1 response

operations. The Director, Office of Emergency Transportation (OET), in RSPA will provide principal support to the Crisis Coordinator and manage ESF #1 operations at Headquarters. OET is also responsible for ESF #1 planning.

3. In the disaster area, direction of the ESF #1 mission is provided by the DOT Regional Emergency Transportation Coordinator (RETCO). The RETCO is the Secretary of Transportation's representative for emergency preparedness and response matters and is the senior regional ESF #1 official for both planning and execution.
4. Regional ESF #1 organization, notification, deployment, and support operations will be conducted in accordance with the respective ESF #1 annexes to the regional FRP supplements.
5. Communications will be established and maintained with ESF #5 — Information and Planning to report and receive assessments and status information.
6. All requests for Federal assistance and mission assignments for transportation support will be submitted to ESF #1 for coordination, validation, and/or action in accordance with this annex.

## **B. Organization**

### **1. National-Level Response Structure**

- a. National-level policy direction and management will be provided by the DOT Crisis Coordinator. Principal ESF #1 operations will be conducted at the DOT Headquarters Crisis Management Center (CMC). The DOT Crisis Coordinator will provide guidance and direction to ESF #1 representatives assigned to the Emergency Support Team (EST) at FEMA Headquarters, as well as to the support agencies and regional response organization.
- b. The DOT Crisis Coordinator will represent the Department in deliberations of the Catastrophic Disaster Response Group (CDRG) during disasters.
- c. The OET Director will activate the headquarters ESF #1 organization and the DOT CMC. The CMC will operate from Room 8336, DOT Headquarters Building, 400 Seventh Street SW., Washington, DC. The CMC is staffed by representatives of DOT operating administrations and selected ESF #1 support agencies, and serves to coordinate and support ESF #1 activities and internal departmental functions.
- d. The MCC will be established at FEMA Headquarters by the DOT Crisis Coordinator at the request of the EST Director.

### **2. Regional-Level Response Structure**

- a. The RETCO is responsible for coordinating Federal transportation response activities within the assigned jurisdiction.

- b. The RETCO will activate those elements of the regional ESF #1 response organization required to meet the demands of the disaster, including ESF representatives to the Regional Operations Center (ROC), Emergency Response Team (ERT), and field MCC.

## **C. Response Actions**

### **1. Initial Actions**

#### **a. Headquarters**

Immediately upon notification of an imminent or actual disaster, priority attention will be directed toward:

- (1) Establishing necessary emergency operating facilities, such as the CMC, and incident reporting systems;
- (2) Establishing communications with the Office of the Secretary, the impacted RETCO, DOT elements, and appropriate ESF #1 support agencies;
- (3) Establishing communications with FEMA and other appropriate agencies to obtain the location of possible damage areas, degree of damage, and other available information, including aerial imagery;
- (4) Providing appropriate representation to the CDRG and staff to the EST (including the MCC if required);
- (5) Implementing plans internal to DOT to ensure adequate staff and administrative support; and
- (6) Providing assistance to regional ESF #1 operations.

#### **b. Region**

The RETCO will give priority attention to:

- (1) Establishing necessary emergency reporting systems and operating facilities;
- (2) Establishing communications with the Federal Coordinating Officer (FCO), the State Coordinating Officer, DOT operating administrations, and ESF #1 support agencies; and
- (3) Establishing communications with the DOT CMC.

### **2. Continuing Actions**

- a. All ESFs will make maximum use of GSA standing schedules to secure transportation support resources and services, generally as part of a contract for acquisition of goods. ESF #1 will acquire transportation services when normal channels of procurement are unable to provide the service. In all cases, the MCC must be advised of all transportation movements arranged directly by the ESFs or other team elements (e.g., Logistics Section).

- b. Through the MCC, ESF #1 will maintain surveillance over the availability of both Federal and civil transportation capacity. Shortages will be reported immediately to the DOT CMC, which will assist in identifying sources and may consider imposing priorities and allocations if the Defense Production Act has been implemented.
- c. The RETCO will coordinate with appropriate State and local agencies to facilitate the movement of people and goods to, from, and within the disaster area.
- d. The RETCO will be responsible for the administrative support of individuals involved in regional emergency transportation operations and for managing all financial transactions undertaken through mission assignments issued to DOT.
- e. The RETCO will coordinate with appropriate DOT regional operating administrations on the implementation of specific DOT statutory authorities providing immediate assistance, such as air traffic control, search and rescue, long-term recovery of the transportation infrastructure, and mitigation efforts to lessen the effects of future disasters.

## ***V. Responsibilities***

### **A. Primary Agency: Department of Transportation**

- 1. Coordinate the provision of Federal and civil transportation capacity in support of Federal agencies, State and local governmental entities, and voluntary organizations, including contracting for such resources when required;
- 2. Provide staffing to and manage the MCC(s);
- 3. Manage the financial aspects of the ESF #1 response, including the funding of mission assignments and the process for reimbursement from FEMA;
- 4. Supervise the assessment of damage to the transportation infrastructure and the analysis of the impact of the disaster on transportation operations, regionally and nationally;
- 5. Coordinate and implement, as required, emergency-related response and recovery functions performed under DOT statutory authorities, including the prioritization and/or allocation of civil transportation capacity, air and marine traffic control, search and rescue, emergency highway funding for federally owned highways and highways on the Federal Aid System, hazardous material containment response, and damage assessment;
- 6. Provide technical assistance to Federal, State, and local governmental entities in determining the most viable transportation networks to, from, and within the disaster area, as well as alternate means to move people and goods within the area affected by the disaster; and
- 7. Identify resource requirements for transportation and coordinate their allocation.

## **B. Support Agencies**

### **1. Department of Agriculture, Forest Service**

- a. Manage mobilization centers for ESF #7 — Resource Support to receive goods shipped in support of the disaster; and
- b. Provide staffing to the MCC(s).

### **2. Department of Defense**

- a. Provide support in the emergency operation of inland waterways, ports, and harbors under the supervision of the U.S. Army Corps of Engineers, including dredging operations;
- b. Assist in restoring the transportation infrastructure;
- c. Provide organic military transportation capacity from the U.S. Transportation Command (USTRANSCOM) to move essential resources and assist in the contracting for civilian airlift. USTRANSCOM also will provide staff to the MCC(s); and
- d. Assist in the development and support the execution of TPFDLs for high-priority response resources.

### **3. Department of State**

Coordinate requests for and offers of transportation assistance from foreign governments.

### **4. Department of the Treasury, U.S. Customs Service**

Provide airlift and marine transportation capability.

### **5. Federal Emergency Management Agency**

- a. Coordinate the acquisition, movement, and distribution of FEMA-owned relief goods into the disaster area, in accordance with the Logistics Management Support Annex;
- b. Initiate transportation actions prior to MCC activation, keep DOT informed of early transportation actions, and assume responsibility for closeout of actions after the headquarters and field MCCs deactivate;
- c. Supervise the development of the TPFDLs; and
- d. Provide staffing to the MCC(s).

### **6. General Services Administration**

- a. Assist in identifying sources for and contracting transportation services; and
- b. Provide staffing to the MCC(s).

## **7. Tennessee Valley Authority**

- a. Participate in the coordination of transportation and navigation on Tennessee Valley Authority-managed waterways during a disaster; and
- b. Assist in damage assessment.

## **8. U.S. Postal Service**

Provide U.S. Postal Service vehicles not immediately required for mail delivery for transportation of relief resources, particularly for distribution in the disaster area.

# ***VI. Terms and Definitions***

## **A. Civil Transportation Capacity**

The total quantity of privately owned transportation services, equipment, facilities, and systems from all transport modes nationally or in a prescribed area or region.

## **B. Disaster Transportation Management System (DTMS)**

A system for managing the acquisition of transportation assets and organizing the movement of resources into the disaster area. The DTMS includes the TPFDL and MCC.

## **C. DOT Crisis Coordinator**

A senior-level official appointed by the Secretary of Transportation to manage the Department's emergency response operations during a situation having significant impact upon civil transportation capacity or the transportation infrastructure. For disasters, the Administrator, Research and Special Programs Administration, will normally serve as Crisis Coordinator.

## **D. Federally Arranged Transportation Support**

The identification of available civil transportation capacity, and assistance in procuring such capacity, in support of Federal agencies, State and local governmental entities, and voluntary organizations unable to obtain required services through normal procurement channels.

## **E. Movement Coordination Center (MCC)**

An ESF #1 element within the EST in Washington, DC, and in the field. When established, the MCC coordinates acquisition of transportation capacity and maintains visibility over validated transportation requests for assistance from inception through delivery to a mobilization center.

## **F. Regional Emergency Transportation Coordinator (RETCO)**

A senior-level executive from a DOT operating administration who is designated by DOT Order to serve as the regional representative of the Secretary of Transportation for emergency transportation preparedness and response.



## **G. Time-Phased Force and Deployment List (TPFDL)**

A tool to manage the rapid, early movement of Federal personnel, equipment, and critical relief supplies in response to an impending or actual disaster. TPFDLs improve efficiency of air and ground support, contributing to the effective functioning of personnel, logistics, and transportation management processes. Typical resources deployed and tracked include special units such as Urban Search and Rescue task forces and Disaster Medical Assistance Teams, as well as generators, plastic sheeting, and Meals-Ready-to-Eat. Detailed information is included about the cargo (quantity, dimensions, weight, points of departure/arrival, required delivery date, etc.) and passengers. Collectively, this information is known as the Time-Phased Force and Deployment Data (TPFDD).

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